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SENATE

REPORT
100-372

COASTAL HERITAGE TRAIL, NEW JERSEY

MAY 27 (legislative day, MAY 18), 1988.—Ordered to be printed

Mr. JOHNSTON, from the Committee on Energy and Natural Resources, submitted the following

REPORT

[To accompany S. 2057]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 2057) to provide for the establishment of the Coastal Heritage Trail in the State of New Jersey, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

PURPOSE OF THE MEASURE

The purpose of S. 2057 is to provide for the establishment of the Coastal Heritage Trail in the State of New Jersey, and for other purposes.

BACKGROUND AND NEED

The coastal area of New Jersey contains a wealth of significant resources, both natural and cultural, ranging from local, to State, to regional, to national significance. The Coastal Heritage Trail proposed in S. 2057 would consist of a vehicular tour route over existing public roads linking these varied resources. Such a trail will enhance public enjoyment and understanding of the history and importance of this Coastal region of New Jersey, increase visitation to the area, and bring together Federal, State, county, municipal and private entities in a coordinated effort to help visitors understand and enjoy the natural, cultural, and historic resources of this area.

The Committee heard testimony regarding many potential sites along the trail route which would extend roughly from Sandy Hook down to and around Cape May and up into the Delaware Bay region. While by no means exhaustive, some representational possi-

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bilities might include: Historic towns and communities, such as Salem, Bridgeton, Cape May, Ocean Grove, and Smithville; wildlife refuges, such as the Edwin B. Forsythe Wildlife Refuge; the Stone Harbor Bird Sanctuary and the Marine Mammal Stranding Center; abandoned shipwreck sites, such as the site of the *Alexander Hamilton*—a paddle wheel steamer built in 1924—off Monmouth County; historic sites, such as Hancock House or Barnegat Light; examples of our rich cultural heritage, such as the cranberry industry in the Pinelands, the oyster industry around Millville or folklore such as the Jersey Devil; and National recreation areas, such as Sandy Hook.

The New Jersey Coastal Heritage Trail will provide a mechanism to help link these and other sites that comprise the significant and distinctive cultural, historic, and natural element of the New Jersey Coast.

LEGISLATIVE HISTORY

S. 2057 was introduced by Senator Bradley on February 16, 1988. A hearing was conducted by the Subcommittee on Public Lands, National Parks and Forests on April 28, 1988.

At the business meeting on May 18, 1988, the Senate Committee on Energy and Natural Resources ordered S. 2057, favorably reported.

COMMITTEE RECOMMENDATIONS AND TABULATION OF VOTES

The Senate Committee on Energy and Natural Resources, in open business session on May 18, 1988, by unanimous vote of a quorum present, recommends that the Senate pass S. 2057, as described herein.

The rollcall vote on reporting the measure was 19 yeas, 0 nays, as follows:

YEAS	NAYS
Mr. Johnston	
Mr. Bumpers*	
Mr. Ford	
Mr. Metzenbaum*	
Mr. Melcher	
Mr. Bradley	
Mr. Bingaman	
Mr. Wirth	
Mr. Fowler	
Mr. Conrad	
Mr. McClure	
Mr. Hatfield*	
Mr. Weicker*	
Mr. Domenici	
Mr. Wallop	
Mr. Murkowski	
Mr. Nickles	
Mr. Hecht	
Mr. Evans	

*Indicates voted by proxy.

SUMMARY OF THE MEASURE

S. 2057, as ordered reported, would authorize the Secretary of the Interior to designate the New Jersey Coastal Heritage Trail by publication of a map or other suitable description in the *Federal Register*. The trail would consist of a vehicular tour route along existing public roads linking certain nationally significant natural and cultural sites associated with the coastal area of the State of New Jersey.

Within 1 year following the appropriation of funds pursuant to the enactment of S. 2057 the Secretary would be required to prepare and submit to the appropriate House and Senate Committees a comprehensive inventory of sites along the trail as well as the location and description of (1) significant fish and wildlife and habitat and other natural areas; (2) unique geographic or geologic features and significant landforms; (3) important cultural resources, including historical and archelogical resources; and (4) migration routes for raptors and other migratory birds, marine mammals, and other wildlife. The plan would include proposals for a comprehensive interpretive program of the trail and shall identify alternative strategies for protecting significant resources. The planning process would include participation by other Federal agencies, the State of New Jersey, units of local government, and public and private entities. Additionally, public involvement in this process would be required in the preparation of both the inventory and plan.

The Secretary would be authorized to enter into cooperative agreements with other Federal, State, local, nonprofit and private entities for the purpose of providing technical assistance in the development of interpretive materials and devices as well as conservation methods in order to contribute to public appreciation, understanding and conservation of the natural and cultural resources of the sites along the trail.

Finally, enactment of S. 2057 would permit the Secretary to mark the trail with the concurrence and assistance of the State or local entity having jurisdiction over the roads designated as part of the trail, including erecting and maintaining signs and other information devices.

Funds necessary to carry out the purposes of this measure would be authorized to be appropriated.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of the cost of this measure has been provided by the Congressional Budget Office.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, May 26, 1988.

Hon. J. BENNETT JOHNSTON, Jr.,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed S. 2057, a bill to provide for the establishment of the Coastal Heritage Trail in the State of New Jersey, and for other pur-

poses, as ordered reported by the Senate Committee on Energy and Natural Resources, May 18, 1988. Enactment of this bill is estimated to cost the federal government approximately $200,000 in fiscal year 1989, assuming appropriation of the necessary sums.

S. 2057 would authorize the Secretary of the Interior to designate the New Jersey Coastal Heritage Trail, a tour route to be composed of existing public roads linking natural and cultural sites within the state. The Secretary would be directed to prepare an inventory of sites along the trail as well as a general plan for an interpretive program. Based on information obtained from the National Park Service, CBO estimates that about $200,000 would be spent to prepare the inventory and accompanying plan. Upon their completion, the Secretary would be authorized to provide technical and financial assistance to other governmental or nonprofit entities for interpretive purposes. In addition, the Secretary would be required to provide public information about trail sites and appropriate trail markers, which would be donated to the department. The costs of providing assistance and public information cannot be estimated until a general plan has been completed; however, such costs are not likely to be significant.

Enactment of this bill would not affect the budgets of state or local governments.

If you wish further details on this estimate, we will be pleased to provide them.

Sincerely,

JAMES L. BLUM,
Acting Director.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of Rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 2057. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact of personal privacy.

Little if any, additional paperwork would result from the enactment of S. 2057, as reported.

EXECUTIVE COMMUNICATIONS

The pertinent legislative report received by the Committee from the Department of the Interior setting forth executive agency recommendations relating to S. 2057 is set forth below:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, DC, May 6, 1988.

Hon. J. BENNETT JOHNSTON,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: This responds to your request for our views on S. 2057, a bill "To provide for the establishment of the Coastal Heritage Trail in the State of New Jersey, and for other purposes."

We do not support enactment of S. 2057 because the bill is unnecessary. The National Park Service has the requisite authority to accomplish the purposes this measure would seek to achieve.

S. 2057 would authorize the Secretary of the Interior to designate the New Jersey Coastal Heritage Trail by publication of a map or other suitable description in the *Federal Register*. The "trail" would consist of a vehicular tour route along existing public roads linking certain nationally significant natural and cultural sites associated with the coastal area of the State of New Jersey.

Within one year following the appropriation of funds pursuant to the enactment of S. 2057, the Secretary would be required to prepare and submit to the appropriate House and Senate Committees a comprehensive inventory of sites along the trail as well as the location and description of: 1) significant fish and wildlife and habitat and other natural areas; 2) unique geographic or geologic features and significant landforms; 3) important cultural resources, including historical and archeological resources; and 4) migration routes for raptors and other migratory birds, marine mammals, and other wildlife. The plan would include proposals for a comprehensive interpretive program of the trail and would identify alternative strategies for protecting significant resources. The planning process would include participation by other Federal agencies, the State of New Jersey, units of local government, and public and private entities. Additionally, public involvement in this process would be required in the preparation of both the inventory and plan.

In addition, the Secretary would be authorized to enter into cooperative agreements with other Federal, State, local, nonprofit and private entities for the purpose of providing technical assistance in the development of interpretive materials and devices as well as conservation methods in order to contribute to public appreciation, understanding and conservation of the natural and cultural resources of the sites along the trail.

Finally, enactment of S 2057 would permit the Secretary to mark the trail with the concurrence and assistance of the State or local entity having jurisdiction over the roads designated as part of the trail, including erecting and maintaining signs and other informational devices. Funds necessary to carry out the purposes of this measure would be authorized to be appropriated.

The ideas being advanced in S. 2057 are both laudable and timely. The coastal area of New Jersey specified in this measure contains a wealth of significant resources, both natural and cultural, ranging from local to regional to State and even to national. We strongly support the efforts by local public officials and private citi-

zens alike to preserve certain aspects of their natural and cultural heritage. We do not believe, however, that it is in the national interest for the Secretary to designate this coastal heritage trail as proposed in this bill. The concept of creating vehicular auto routes as part of a "system" of heritage trails established by the Secretary is suggestive of a new category of affiliated areas in some way associated with the National Park System. We question the wisdom of such a concept.

On the other hand, because this proposed trail would be over existing public roads, we believe that we have sufficient authority to assist State and local units of government to develop an interpretive strategy for such an auto touring route, informational material, and standards for signing. We have ample experience in these program areas and our role could be to provide the technical expertise to make this vision a reality. We would look forward with enthusiasm to working with interested parties and individuals at all levels in this effort.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

SUSAN RECCE,
Acting Assistant Secretary.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of Rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 2057, as reported.

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